

## Message Text

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ACTION NEA-10

INFO OCT-01 ISO-00 SP-02 MMO-01 PER-01 CU-02 AID-05 COME-00

EB-08 SCA-01 OC-06 CCO-00 SY-05 DODE-00 PM-04 SS-15

NSC-05 OMB-01 TRSE-00 CIAE-00 INR-07 NSAE-00 IGA-02

H-01 /077 W

-----160949Z 055542 /15

R 151543Z MAR 77

FM AMEMBASSY AMMAN

TO SECSTATE WASHDC 953

C O N F I D E N T I A L SECTION 1 OF 2 AMMAN 1515

E.9. 11652 GDS

TAGS: PFOR JO US

SUBJECT: ANNUAL POLICY AND RESOURCE ASSESSMENTS: PART II

REF: (A) STATE 038356, (B) AMMAN A-10( C) AMMAN 1495

1. THIS MESSAGE ADDRESSES RESOURCE ASSESSMENTS REQUESTED  
IN PARA 12 REFTTEL (A).

2. STATE: DEPARTMENT OF STATE PERSONNEL REPRESENT  
ONLY A SMALL PORTION OF TOTAL MISSION STAFFING. FOR  
EXAMPLE THERE IS A TOTAL OF 13  
STATE PROGRAM EMPLOYEES OUT OF 76 EMPLOYEES IN THE MISSION.  
WE ALSO NOTE THAT AS A GENERAL RULE IT IS FAR MORE  
DIFFICULT TO OBTAIN NEW POSITIONS FROM THE DEPARTMENT  
OF STATE THAN FROM OTHER US AGENCIES AT THE POST.  
WE THEREFORE URGE THAT DEPARTMENT LOOK (AS WE HAVE) NOT ONLY AT  
STATE BUT ALSO AT TOTAL MISSION COMPLEMENTS IN ORDER  
TO EXERT CONTROL OVER THE US FOREIGN POLICY ESTABLISH  
MENT OVERSEAS. STATE PROGRAM STAFFING HAS REMAINED  
REASONABLY STABLE IN JORDAN OVER THE PREVIOUS SEVERAL  
YEARS.

A) POLITICAL REQUIREMENTS ARE ALWAYS HEAVY

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GIVEN THE CENTRALITY OF JORDAN TO THE ARAB-ISRAELI  
ISSUE AND TO MIDEAST NEGOTIATIONS, AND REQUIRE THE  
HAVE PERSONAL INVOLVEMENT OF THE AMBASSADOR. IN  
ADDITION INCREASED DEPARTMENTAL EMPHASIS ON HUMAN  
RIGHTS AND MULTI-LATERAL DIPLOMACY AND ARMS CONTROL  
WE ANTICIPATE WILL INCREASE OUR POLITICAL WORKLOAD.  
WE DO NOT HOWEVER PROPOSE AN INCREASE OVER OUR PRESENT

COMPLEMEN.

B) ECONOMIC/COMMERICAL: THE US INTEREST IN JORDANIANS ECONOMIC STABILTY ALSO REQUIRES EXPERT ANALYSIS OF THE JORDANIANS ECONOMY AND OF THE JORDANIANS BUDGET WHICH THE US PARTICALLY SUPPORTS. COMMERICALLY THE INCREASED IMPORTANCE OF AMMAN AS A REGIONAL COMMERICAL CENTER WTH THE DECLINE OF BEIRUT AND THE INCREASE IN US IMPORTS TO JORDAN (FROM \$79 M IN 1973 TO \$135 M IN ONLY THE FIRST HALF OF 1976) INDIRECTLY THE RESULT OF PETRO-DOLLAR BOOM REQUIRED THE ADDITION OF ONE LOCAL POSITION TO OUR COMMERICAN SECTION IN 1976. PRIOR TO THAT TIME IN 1975 NEA REMOVED THE ONLY AMERICAN SECRETARIAL POSITION FROM THE ECONOMIC/COMMERICAL SECTION AND TRANSFERRED THE POSITION TO OUR EMBASSY IN SAUDI ARABIA. THIS FUNCTION IS NOW PERFORMED BY AN AID DIRECT HIRE EMPLOYEE, UNDER AN INFORMAL EMBASSY AID AGREEMENT. WE BELIEVE THE ECONOMIC/COMMERICAL WORK LOAD JUSTIFIES ELIMINATING THE AID FUNDED POSITION AND ESTABLISHING A FULL-TIME STATE-FUNDED ECONOMIC/COMMERICA SECRETARIAL POSITION IN 1979. MISSION RE-PROGRAMMING WOULD THEREFORE ELIMINATE AN AID POSITION AND CREATE A STATE POSITION PERFORM THE SAME FUNCTIONS AS A RESULT OF RE-PROGRAMMING A STATE COMMUNICATIONS SLOT (SEE PARA 2.E BELOW)

C) CONSULAR SERVICES WERE REQUIRED TO SERVICE 6,039 NON-IMMIGRANT VISA AND 1,545 IMMIGRANT VISA REQUESTS IN 1976 PLUS SUPPORT FOR 973 US CITIZENS IN JORDAN.  
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THERE ARE ADDITIONQAL SPECIAL REQUIREMENTS FOR ASSISTANCE TO US TRAVELERS FOR PERMISSION TO TRAVEL BETWEEN JORDAN AND THE THE WEST BANK OF JORDAN AND FOR SPECIAL PREPARATIONS REQUIRED FOR EMERGENCY AND EVACUATION PLANS THAT MUST BE KEPT CURRENT IN LIGHT OF THE ARAB-ISRAELI PROBLEM. THE GROWING CONSULAR WORK LOAD INVOLVING LEBANESE VISA REQUEST WAS RELIEVED BY THE RETURN OF SOME TRANQUILITY TO LEBANON IN EARLY 1977. THAT DEVELOPMENT PLUS THE ESTABLISHMENT BY SCA OF SIMPLIFIED VISA NUMBER ALLOCATION PROCEDURES HAS SLIGHTLY REDUCED THE CONSULAR WORKLOAD TO HE POINT WHERE THE EMBASSY MAY NOT NEED TO REQUEST THE ADDITIONAL CONSULAR LOCAL POSITION(PIT) FOR 1978 MENTIONED IN ENCLOSURE 2 OF REF B.

D) ADMINISTRATION: THE EMBASSY UNIT IS THE CENTRAL ADMINISTRATIVE SERVICE CENTER FOR THE ENTIRE MISSION. AS SUCH ITS EXPANSION IS A FUNCTION MAINLY OF THE SUPPORT REQUIREMENTS FOR OUR AID AND MILITARY ASSISTANCE STAFFS

INVOLVED IN PROGRAMS OF SUPPORT FOR THE SECURITY AND STABILITY OF MODERATE JORDAN. THESE STAFFS HAVE GROWN IN NUMBERS BECAUSE OF 1) THE INTRODUCTION OF AN 8 MAN (FUNDING BY THE GOJ UNDER FMS ARRANGEMENTS) IN OUR DOD COMPLEMENT TO SUPPORT THE \$540 MISSION US JORDANIAN AIR DEFENSE SYSTEM CURRENTLY STARTING IMPLEMENTATION AND 2) THE ADDITION IN THE PAST YEAR OF SEVERAL AID STAFF MEMBERS REQUIRED TO SUPPORT A PROGRAM OF CAPITAL DEVELOPMENT AND TECHNICAL ASSISTANCE PROJECTS RECENTLY INSTITUTED IN JORDAN AND GROWING IN SIZE. TO MEET THESE INCREASED ADMINISTRATIVE SUPPORT REQUIREMENTS THE EMBASSY RECEIVED DEPARTMENTAL APPROVAL LATE FALL 1976 TO DD ONE AMERICAN AND FOUR LOCAL POSITIONS TO OUR ADMINISTRATIVE COMPLEMENT. AS YET, HOWEVER, THE DEPARTMENT HAS NOT ASSIGNED AN AMERICAN TO FILL THIS NEWLY-CREATED SLOT DESPITE OUR PERSISTENT AND LONG-STANDING REQUESTS. FUTURE ADDITIONAL ADMINISTRATIVE POSITION REQUESTS  
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WOULD BE A FUNCTION OR AN INCREASE IN THE MISSIONS TOTAL SIZE, WHICH WE DO NOT ANTICIPATE INCREASING IN THE NEAR FUTURE.

E) COMMUNICATIONS SUPPORT A HEAVY VOLUME OF TRAFFIC RELATED TO THE MIDEAST POLITICAL SITUATION, HAS PROVIDED DIRECT SUPPORT FOR 15 VISIT TO THE AREA BY THE SECRETARY OF STATE IN THE PAST THREE YEARS AND SUPPORTS HEAVY TELEGRAPHIC REQUIREMENT FOR OUR ECONOMIC AND MILITARY ASSISTANCE PROGRAMS. IT ALSO MAINTAINS EXTENSIVE LOCAL VOICE COMMUNICATIONS EQUIPMENT FOR POSSIBLE USE IN E&E SITUATIONS. FOLLOWING THE INTRODUCTION OF AN AUTOMATED SYSTEM (TERP) FOR PROCESSING TELEGRAPHIC TRAFFIC (CURRENTLY SCHEDULE FOR AUGUST 77) WE ANTICIPATE RE-PROGRAMMING ONE CRU POSITION INTO A STATE-FUNDED ECONOMIC/COMMERCIAL SECRETARY MENTIONED IN PAR 2 .B. ABOVE. THIS PROGRAMMING OPTIONS SEEMS PARTICULARLY APPROPRIATE SINCE THE TERP SYSTEM WILL INCREASE THE SECRETARIAL WORKLOAD WHILE REDUCING THAT OF THE COMMUNICATIONS STAFF.

F) SECURITY: IN ADDITION TO THE GLOBAL GROWTH OF TERRORISM, THE CONSTANT SECURITY THREAT TO JORDAN POSED BY PALESTINIAN FEDAYEEN GROUP (EG NOVEMBER 1976 FEDAYEEN RAID ON THE AMMAN INTERCONTINENTAL DIRECTLY ACROSS FROM THE EMBASSY) PLUS THE HEAVY COLUMN OF VIP VISITORS TO JORDAN IN OUR JUDGEMENT JUSTIFIES THE PAST (1974) ADDITION OF A SECURITY OFFICER POSITION TO THE EMBASSY.

3. PROPOSED STAFF CHANGES FOR FY1979

ADD: ONE SECRETARY ECONOMIC/COMMERICAL SECTION

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ACTION NEA-10

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H-01 /077 W

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R 151543Z MAR 77

FM AMEMBASSY AMMAN

TO SECSTATE WASHDC 954

C O N F I D E N T I A L SECTION 2 OF 2 AMMAN 1515

DELETE: ONE SUPPORT COMMUNICATIONS OFFICER

#### 4. PART II. B. OTHER AGENCY PROGRAMS AND RESOURCE LEVELS

A) THE MAJOR MISSION BUDGET QUESTIONS RELATE TO THE LEVEL AND MIX OF US MILITARY AND ECONOMIC ASSISTANCE. FY 1979 LEVELS SHOULD BE A FUNCTION OF US POLITICAL REQUIREMENTS IN TERMS OF PROMOTING PROGRESS IN THE MIDEAST PEACE PROCESS AND WE ASSUME WOULD MAINTAIN AN ELEMENT OF PROPORTIONALITY TO US ASSISTANCE TO ISRAEL AND TO SYRIA AND EGYPT; WE ALSO RECOGNIZE THAT A MORE PRECISE IDEA OF THESE POLITICAL REQUIREMENTS WILL EMERGE IN THE COURSE OF OUR EXAMINATION OF THE MIDEAST SITUATION IN COMING MONTHS.

B) THE EXACT FY 1979 JORDANIAN MILITARY AND ECONOMIC AID MIX WILL BE INFLUENCED BY A NUMBER OF FACTORS: 1) THE JORDANIAN FIVE-YEAR MILITARY PLAN CURRENTLY IN PREPARATION, WHICH WE EXPECT TO EXAMINE IN WASHINGTON AT THE APRIL JOINT MILITARY COMMISSION MEETING; AND 2) JORDAN'S ABILITY TO OBTAIN THIRD-COUNTRY FINANCING (AS YET UNOBTAINED) OF ITS FY 1976, 1977, AND 1978 FMS CREDIT PROGRAM.

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C) A CLEARER DETERMINATION OF THE EXACT MIX OF BUDGET SUPPORT VERSUS CAPITAL DEVELOPMENT LOANS IN SUPPORTING ASSISTANCE WILL DEPEND ON THE OUTCOME OF THE GOJ'S CURRENT ATTEMPTS TO IDENTIFY AND DEVELOP PLANS TO IMPLEMENT SOME LARGE ECONOMIC DEVELOPMENT "ENCLAVE" PROJECTS SUCH AS POTASH, WHICH WILL REQUIRE EXTENSIVE INTERNATIONAL FINANCING.

5. WE NOTE THE INCREASES OF \$15 MILLION IN THE ADMINISTRATION'S REQUEST OF CONGRESS FOR THE FY 1978 JORDAN PROGRAM AND RECOGNIZE THAT THE FY 1979 PROGRAM MAY REQUIRE THE MAINTENANCE OF ASSISTANCE AT THESE LEVELS: SUPPORTING ASSISTANCE \$93 MILLION (\$42 M. BUDGET SUPPORT, \$46 M. CAPITAL PROJECT LOANS; \$5 M. TECHNICAL ASSISTANCE); MAP \$55 MILLION; FMS CREDIT \$75 MILLION, TOTALLING \$223 MILLION. NEVERTHELESS, FOR PLANNING PURPOSES WE MAINTAIN OUR PREVIOUS RECOMMENDATIONS: SUPPROTING ASSISTANCE \$77.5 MILLION( \$40 M. BUDGET SUPPORT, \$34.5 M. CAPITAL PROJECT LOANS; \$3 M. TECHNICAL ASSISTANCE); MAP \$50 MILLION; FMS CREDIT \$95 MILLION; TOTALLING \$222.5 MILLION.

6. WE BELIEVE THESE FIGURES RECOMMENDED BY THE EMBASSY ARE THE PREFERRED MIX OF ECONOMIC AND MILITARY ASSISTANCE. THEY REFLECT OUR JUDGMENT REGARDING POLITICALLY ACCEPTABLE LOWER LIMITS OF MILITARY ASSISTANCE AND BUDGET SUPPORT LEVELS; AT THE SAME TIME, WE BELIEVE THEY PROVIDE SUFFICIENT, AND PROPORTIONATELY GREATER, EMPHASIS ON CAPITAL PROJECTS AND TECHNICAL ASSISTANCE PROGRAMS, AIMED AT LONGER-TERM ECONOMIC DEVELOPMENT OBJECTIVES.

7. HOWEVER, THE DEPARTMENT AND AID SHOULD REALIZE WITH THE LARGE POTENTIAL PROJECTS--MAQARIN AND POTASH-- NEARING THE FUNDING STAGE, WE MAY WELL HAVE TO SEEK EXTRA FUNDS BEYOND PURELY "STRAIGHT LINING" EXISTING  
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TOTALS AND LEVELS. THESE FUNDS MIGHT ALSO FORM PART OF A PACKAGE RELATED TO THE MIDDLE EAST SPECIAL REQUIREMENTS FUND, GIVEN THE CLOSE ASSOCIATION OF THE PROJECTS WITH THE PEACE AND WITH JOINT, FUTURE JORDANIAN-ISRAELI COMMON INTERESTS.

8. STAFFING: APPROVAD AND ACCURATE STAFFING AND BUDGET LEVELS THROUGH 1981 WERE PROJECTED IN THE CHART IN ENCLOSURE 1 OF REF B. (REQUESTS FROM US AGENCIES FOR ADDITIONAL POSITIONS ARE LISTED IN

ENCLOSURE 2 OF REF B. THESE REQUESTS HAVE NOT BEEN APPROVED BY THE AMBASSADOR.)

9. TO THE EXTENT THAT FUTURE ECONOMIC ASSISTANCE PROGRAMS INCLUDE ADDITIONAL CAPITAL AND TECHNICAL ASSISTANCE PROJECTS AND MAP/FMS PROGRAMS ALL REQUIRING SIGNIFICANT FIELD PREPARATION AND OVERSIGHT, ADDITIONAL STAFFING MAY BE REQUIRED. ABASSADOR DOES NOT HOWEVER ANTICIPATE ANY SUCH ADDITIONAL REQUIREMENTS UP HROUGH FY 1979, SINCE AID AND MAP HAVE RECENTLY UNDERGONE SIGNIFICANT STAFFING INCREASES IN ANTICIPATION OF PROJECTED INCREASED REQUIREMENTS.

10. THE MAJOR CHANGE IN OTHER AGENCY STAFFING WILL BE THE ARRIVAL OF A (PREVIOUSLY APPROVED) 8-MAN DOD COMPLEMENT BEGINNING THIS MONTH TO INPLEMENT THE \$540 MILLION US-JORDANIAN AIR DEFENSE AGREEMENT. THE AIR DEFENSE TEAM IS BEING PAID FOR BY THE JORDANIAN GOVERNMENT AND WILL BE IN JORDAN FOR A LIMITED PERIOD OF TIME. CONCURRENTLY, WE WILL BE UNDERTAKING A THOROUGH REVIEW OF THE CURRENT STAFFING IN THE MILITARY ASSISTANCE PROGRAM OFFICE, WITH THE INTENTION OF FINDING AT LEAST ONE POSITION IN THE CURRENT COMPLEMENT THAT CAN BE ELIMINATED. WE ARE PLANNING A SIMILAR EXERCISE WITH RESPECT TO ELIMINATING ONE POSITION FROM THE AID MISSION ALSO. CONFIDENTIAL

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11. ONLY CURRENT STAFFING RECOMMENDATION IS FOR DELETION OF ONE LOCAL-HIRE AID SECRETARIAL POSITION IN EVENT STATE SECRETARIAL POSITION CAN BE RE-PROGRAMMED AS SUGGESTED IN PARA 2.B ABOVE. PICKERING

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## Message Attributes

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